

Message Text

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TAGS: ENRG OECD NO

SUBJ: IEA: NORWEGIAN AFFILIATION

REF: PARIS 30729

1. FOREIGN MINISTER FRYDENLUND TELEPHONED ME THIS MORNING (JANUARY 10) TO SAY THAT HE HAD HEARD RUMORS THAT U.S. MIGHT HAVE PROBLEMS WITH THE AD REFERENDUM AGREEMENT ON NORWEGIAN AFFILIATION WITH THE IEA REACHED AT THE GOVERNING BOARD MEETING ON DECEMBER 18-19. FRYDENLUND SAID THIS WAS HIS FIRST INDICATION THAT THERE MIGHT BE DIFFICULTY WITH THE AFFILIATION AGREEMENT ON JANUARY 15, 1975 WHEN IEA MEMBERS ARE TO INFORM THE IEA WHETHER THE AGREEMENT CAN BE ACCEPTED.

2. FRYDENLUND REVIEWED FOR ME HIS INFORMAL CONVERSATION WITH SECRETARY KISSINGER WHEN HE MET THE SECRETARY IN THE HALL DURING THE NATO MINISTERIAL MEETING IN BRUSSELS, DECEMBER 12-13. FRYDENLUND SAID THAT THE SECRETARY TOLD HIM THAT WHILE HE HAD NOT SEEN THE DRAFT NORWEGIAN AFFILIATION AGREEMENT, HE WOULD GET BACK TO FRYDENLUND IN A WEEK IF THE AGREEMENT WAS NOT ALL RIGHT. ENCOURAGED BY THIS REMARK, BY OTHER REMARKS INDICATING THE SECRETARY'S POSITIVE APPROACH TO NORWEGIAN AFFILIATION AND TO THE DIFFICULTY WITH FULL MEMBERSHIP, AND BY THE LACK OF ANY SUBSEQUENT INDICATION FROM THE SECRETARY OF ANY PROBLEM WITH THE AFFILIATION AGREEMENT WORKED OUT ON DECEMBER 18-19 IN PARIS, FRYDENLUND HAD UNDERSTOOD U.S. SUPPORTED THE AD REFERENDUM AGREEMENT.

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3. IN SUPPORT OF THIS UNDERSTANDING, FRYDENLUND CITED GENERAL

SUPPORT OF THE IEA GOVERNING COUNCIL FOR THE DRAFT AGREEMENT ACCEPTED ON DECEMBER 19 WHICH HE SAID WAS APPROVED BY ALL GOVERNING COUNCIL MEMBERS. ALTHOUGH U.S. DELEGATION HAD NOTED SOME DIFFICULTIES WITH THE TEXT OF THE AGREEMENT, HE AND THE NORWEGIAN REPRESENTATIVE, BOYESEN, HAD UNDERSTOOD THAT THE U.S. SUPPORTED THE REVISED TEXT OF THE AGREEMENT ON DECEMBER 19 AND HAD WITHDRAWN ITS OBJECTIONS. ACCORDING TO FRYDENLUND THIS VIEW IS SHARED BY DAVIGNON.

4. ON THE BASIS OF THE ABOVE, NORWEGIANS HAVE ASSUMED THAT THEY HAVE A FIRM AGREEMENT SUBJECT ONLY TO PROFORMA ACCEPTANCE ON JANUARY 15. AGREEMENT HAS BEEN REPORTED AS SUCH IN THE PRESS AND HAS BEEN HAILED AS A SIGNIFICANT ACHIEVEMENT. AS REPORTED DECEMBER 24 BY "AFTENPOSTEN'S" WIDELY RESPECTED CORRESPONDENT IN BRUSSELS, FRED BOLIN:

"ALTHOUGH AMERICAN ASSISTANT SECRETARY THOMAS ENDERS, IN TALKS ABOUT THE ECG LAST AUTUMN, WAS HARD AND NEGATIVE TOWARD COUNTRIES WHICH WANTED WHAT HE CALLED "FRINGED" SOLUTIONS ON THE EDGE OF THE IEA, THE U.S. CHANGED ITS POSITION TOWARD NORWAY IN THE FINAL ANALYSIS.

"IT IS OBVIOUS THAT AN UNDERSTANDING ON THIS POINT WHICH DEVELOPED BETWEEN WASHINGTON AND OSLO CAN BE PRIMARILY ATTRIBUTED TO THE CONVERSATIONS FOREIGN MINISTER FRYDENLUND HAD WITH HIS COLLEAGUE HENRY KISSINGER WHEN THEY MET EACH OTHER IN BRUSSELS JUST TWO WEEKS AGO AT THE NATO MEETING."

5. EMBASSY UNDERSTANDS DEPARTMENT MAY BE CONSIDERING SUGGESTING MODIFICATION TO AD REFERENDUM AGREEMENT WHICH WOULD EITHER PROVIDE (A) COMMITMENT BY NORWAY TO BECOME FULL IEA MEMBER WITHIN TWO YEARS, OR (B) GREATLY INCREASED OIL ALLOCATIONS IN AN EMERGENCY PLUS A PRESUMPTION OF POSITION ACTION IN A CRISIS EXCEPT IN CASES OF OVER-RIDING NORWEGIAN NATIONAL INTEREST.

6. EMBASSY BELIEVES MODIFICATION (A) IS A NON-STARTER FOR THE SAME REASONS THAT NORWAY REJECTED FULL PARTICIPATION AS A CHARTER MEMBER. RE-MODIFICATION (B), NORWAY MIGHT BE PERSUADED TO BE MORE SPECIFIC IN ACCEPTING IEA DEMAND RESTRAINT MEASURES AND IN DEFINING WHAT OBLIGATIONS IT WOULD ASSUME UNDER "ACTIVATION OF CONFIDENTIAL

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STANDBY CAPACITY;" EVEN A CONCESSION IN THIS AREA, HOWEVER, HAS BEEN MADE MORE DIFFICULT SINCE IT WILL NOW BE INTERPRETED AS RETREAT FROM DRAFT AD REFERENDUM AGREEMENT. WE DO NOT KNOW WHAT FORMULAE DAVIGNON TRIED OUT WITH NORWEGIANS CONCERNING PRESUMPTION OF POSITION ACTION. IF STATED WITHOUT EQUIVOCATION, HOWEVER, ANY SUCH PRESUMPTION, WILL RUN INTO VIRTUALLY SAME DIFFICULTY AS AUTOMATICITY CLAUSE OF FULL MEMBERSHIP. IT MIGHT BE POSSIBLE TO DEVISE FORMULA, HOWEVER, TO MEET NORWEGIAN OBJECTION

TO BEING DRAGGED INTO CONFRONTATION BECAUSE OF UNWISE POLICY OF AN INDIVIDUAL IEA MEMBER, WHICH HAS PROVIDED ARAB BOYCOTT OF THAT STATE INVOKING QUESTION OF SOLIDARITY. LANGUAGE MIGHT, FOR EXAMPLE, PROVIDE PRESUMPTION OF POSITIVE ACTION IN SITUATIONS WHERE BOYCOTT ACTION APPEARS ARBITRARY AND DAMAGING TO THE INTERESTS OF THE IEA MEMBER STATES AS A WHOLE.

7. I AM CONFIDENT, HOWEVER, THAT ANY EFFORT TO MAKE SUBSTANTIAL MODIFICATIONS IN AD REFERENDUM AGREEMENT WILL RE-OPEN DEBATE OVER PARTICIPATION IN THE IEA WITHIN NORWEGIAN GOVERNMENT, AND COULD JEOPARDIZE AFFILIATIONS DEPENDING ON THE NATURE OF OUR AMENDMENTS. I SHARE DEPARTMENT'S FEELING THAT AGREEMENT SHOULD MAKE CLEARER FACT THAT LESS THAN FULL MEMBERSHIP ENTAILS COMPENSATING INCREASED OBLIGATIONS. HOW HARD WE PRESS NORWAY IF AT ALL TO ACCEPT THESE INCREASED OBLIGATIONS PRESUMABLY DEPENDS VERY MUCH ON OUR ESTIMATE OF THEIR PROBABLE IMPACT ON, FOR EXAMPLE, CANADA, FRANCE AND THE U.K. AND OF THE CONSEQUENCES OF AN AGREEMENT WHICH ALLOWS NORWAY TO BECOME A MEMBER "ON THE CHEAP." FRYDENLUND HAS TOLD ME OF THE SERIOUS DIFFICULTIES ANY ATTEMPT TO MODIFY THE DRAFT AGREEMENT WILL CAUSE HIM AND HIS GOVERNMENT, AND WE SHOULD BE PREPARED FOR DIFFICULT SLEDDING WITH NORWAY, ESPECIALLY IF WE ARE NOT SUPPORTED BY OTHER IEA MEMBERS. WHILE IEA COULD PRESUMABLY LIVE WITHOUT NORWAY, WE MUST EXPECT TO BE SHARPLY CRITICIZED IN NORWAY FOR "PRESSURE" RESULTING IN ITS EXCLUSION FROM IEA AND FOR WEAKENING POSITION OF THOSE IN NORWAY WHO FAVOR SOLIDARITY WITH THE WEST. I HOPE, THEREFORE, THAT SOME FORM OF ASSOCIATION CAN BE WORKED OUT, PERHAPS ALONG THE LINES SUGGESTED ABOVE, WHICH MEETS BOTH OUR BASIC NEEDS AND THOSE OF NORWAY.

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8. ACTION REQUESTED: EMBASSY WOULD APPRECIATE HAVING SOONEST FOR DISCUSSION WITH FRYDENLUND FULL TEXT OF ANY U.S. OBJECTIONS, THE U.S. RATIONALE TO THEM, AND THE PROBABLE REACTIONS OF OTHER IEA MEMBERS TO THEM. IN VIEW OF TIME FACTOR, AND FRYDENLUND'S REQUEST FOR EARLY REACTION, ANY RESPONSE ON WEEK-END SHOULD BE SENT NIACT. BYRNE

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